



Metropolitan Police Authority

Strategic and Operational Policing Committee – 13 May 2010

HMIC INSPECTION OF BARKING AND DAGENHAM

**Report by Assistant Commissioner Territorial Operations on behalf of
the Commissioner**

Summary

This report highlights the recent HMIC Inspection of Barking & Dagenham BOCU, sets it within context and indicates action to progress and address the recommendations within it.

A. RECOMMENDATIONS - That

Members note this report detailing the recent HMIC Inspection and Appendix outlining Recommendations, Good Practice, Strengths and Areas for Improvement.

B. SUPPORTING INFORMATION

1. HMIC conducted its BCU Inspection of Barking & Dagenham BOCU between 21-25 September 2009 having completed a 'Leadership Audit' between the 17-18th.
2. The final report is yet to be published. The Draft recommendations along with the findings of the 'Self Inspection' process have already been incorporated into a wide-ranging Improvement Plan, first quarter progress against which has just been signed off by the Borough Commander.
3. The Inspection took place following what was described by HMIC in its Executive Summary as a "particularly challenging year" in terms of performance for Barking & Dagenham. It is worth noting that the early "green shoots" that were noted by HMIC during their Inspection have now become significant improvements in performance in some areas. There is clearly more work to be done to produce the kind of lasting performance improvements the Borough Commander and his Team wish to see.

4. There are five main recommendations. These relate to, Governance Arrangements; Sanction Detection Improvement; Developing Performance management; Increasing capacity through increased resource leverage; and Development of Key NIM Processes. Action on these recommendations and a range of 'areas for improvement' (AFIs) commenced immediately on receipt of the 'hot debrief in late September and were refined and added to following receipt of the 'Draft report' in October 2009.
5. The recommendations are detailed in Appendix 1, which includes an executive summary from the HMIC report, good practice and strengths & weaknesses identified within the draft report.
6. HMIC have drawn up a 'notional contract' in which it expects Barking & Dagenham to have improved its MSBCU quartile position in of variety of crime type reductions and sanction detections by the time of their revisit on or around the 31st of October 2010. The Borough Commander acknowledges the significant nature of this challenge but is confident significant reductions in Most Serious Violence, Residential Burglary, Theft of Motor Vehicle and Serious Youth Violence can be maintained, along with the substantial increases in the sanction detection rates for Most Serious Violence, Domestic Violence, Racist, Religious and Homophobic offences.
7. The 'Draft Report' HMIC recommendations and AFIs are featured within a BOCU Improvement Plan. Work is currently on-going to meet both the headline issues and the detailed comments within them. Barking & Dagenham's Plan also incorporates findings from its own self inspection process that were not pursued by HMIC; other inspections carried out by the DACs Team and the Violent Crime Directorate in 2009; and the findings of the joint MPA/MPS JEMs process, undertaken in September 2009. Together it is felt this forms a comprehensive structure through which to manage and map progress to ensure improvement is delivered.
8. The Leadership and Management Team at Barking & Dagenham BOCU, under the Borough Commander, are under no illusions as to the extent of the challenge. They are encouraged by the significant improvements already being seen and the renewed vigour and morale being felt within the BOCU and the wider Crime & Disorder Reduction Partnership.

Appendix 1

HMIC Inspection of Barking & Dagenham BCU 'Draft Report' - Executive Summary, Recommendations, Good Practice, Strengths and AFIs.

1. Executive Summary

- 1.1 Barking and Dagenham is an outer London borough situated to the east of the city. The area was largely industrial prior to the decline of its motor manufacturing base and large-scale council housing was constructed between 1918-1939 for employees and ex-services personnel. It is now a rapidly changing borough with new developments at Barking Riverside, Dagenham Dock at Goresbrook and with the fastest changing demographic profile of all London boroughs.
- 1.2 The BCU has undergone several changes in recent months. The BCU Commander was appointed to the borough in July 2009 and his deputy, a new Superintendent (Operations), joined a month earlier in June. They are supported by a Senior Management Team (SMT) that comprises four Chief Inspectors (one detective), a Borough Forensic Manager and four Band C Managers (Higher Analyst, Finance, Resources and Human Resources). The HR, Finance and Resources Managers will soon transfer from the borough as a consequence of the force restructuring the way boroughs receive HR, Finance and Resources support.
- 1.3 Performance at Barking and Dagenham over the past 12 months¹ has been particularly challenging. Residential burglary has increased by 62.5%, robbery by 20% and the BCU is within the bottom MSBCU² quartile for all its priority crimes. In contrast, vehicle crime has reduced by 16.6% over the past 12 months. Sanction detection performance has notably declined for violent crime³ (-3.4pp), serious acquisitive crime (-8.4pp) and for RRAO⁴ (-4.7pp) over the same period. Public user satisfaction rates have remained broadly static over a similar period albeit significantly below the MSBCU average.
- 1.4 Community safety performance on the borough declined most significantly about 12 months ago. This coincided with the departure of the outgoing BCU Commander who was replaced

¹ 12 months to July 2009

² Most Similar Basic Command Unit

³ Most Serious Violence and assault with Less Serious Injury

⁴ Racially and Religiously Aggravated Offences

by his deputy as the Acting BCU Commander. The inspection revealed a paucity of underpinning systems of governance (policies, procedures and management grip) that are essential to achieve sustained performance improvement. There was evidence of repeated and sometimes unnecessary procedural changes that were ill-informed, poorly communicated and lacked staff engagement in their construction. This led to a rapid decline in overall performance, declining staff morale and workloads for staff that radically increased as a consequence.

- 1.5 The new BCU Commander is under no illusions over the challenge he and his team now face and their energy and determination to succeed was clearly evident to the inspection team. Work has already commenced to improve the BCU's core systems of performance management and sanction detection improvement and with some promising work being implemented through the AIMS⁵ performance process and by the Dedicated Source Unit. This must now be developed further to create an overarching performance management framework, to improve offender management arrangements, the use and leverage of resources and overall sanction detection performance.
- 1.6 A change plan is being constructed that will be updated with these inspection findings and its implementation will require careful coordination and management so as to proportionately engage staff and key stakeholders in the process of change and to ensure key milestones are met. The new BCU Commander and his team have the capability, skills and the resolve to directly meet this challenge. They must now set about this change management process and make Barking and Dagenham a safer borough for its communities and visitors alike.

Recommendations and Good Practice

- 1.7 The inspection team has made the following recommendations that should contribute to the drive for continuous improvement displayed by the BCU. There are also various suggestions that the SMT may wish to consider contained within the '*What We Found*' section of the report (in bold type), mainly from data gathered by the inspection team or from BCU staff participating in focus groups or interviews.

Recommendation (1): Governance Arrangements

That the BCU reviews its governance arrangements so as to ensure that organisational change is achieved in an inclusive

⁵ Active, Intrusive, Methodical Supervision

way and to promote sustained performance improvement, with specific regard given to the following:

- In consultation with key stakeholders, the creation and publication of the BCU vision and mission (policing style);
- Proportionate staff engagement by senior managers on key change initiatives being progress by the BCU;
- The creation of local policies and procedural guidance for staff where force policies, etc require further explanation or interpretation;
- Development of the BCU role of Risk Manager in a way that incorporates organisational and operational threat and risk, making full use of a Risk Register.

Recommendation (2): Sanction Detection Improvement

To coordinate and implement work within an overarching sanction detection improvement plan that improves performance in this area including activity on:

- Improving the quality of primary investigations through targeted training and robustly managing compliance (using the DMM⁶) with the MPS minimum standards;
- Increasing awareness, understanding and use of cannabis warnings, FPNDs⁷ and TIC⁸s as sanction detection disposal options within the BCU;
- As part of a wider review/benchmarking of workloads within the BCU, to ensure that investigative workloads are realistic, supervised and aligned with the skills of investigators and the complexity of cases;
- Ensuring compliance with HO CR⁹ with regard to decisions to 'no crime'.

Recommendation (3): Developing Performance Management

To build upon the good work of the AIMS¹⁰ process by constructing and implementing a wider performance management framework for the BCU that includes:

- Accountability for BCU priorities amongst individual members of the SMT and the creation of delivery plans for each priority;
- The development of team-based performance indicators and, where appropriate, targets that concisely reflect the teams contribution to BCU priorities;
- Local and targeted inspection and audit activity that is risk based;
- Dynamic links with learning and development and the proportionate application of professional standards and

⁶ Daily Management Meeting

⁷ Fixed Penalty Notice for Disorder

⁸ Offences Taken Into Consideration

⁹ Home Office Counting Rules

¹⁰ Active, Intrusive, Methodical Supervision

interventions.

Recommendation (4): Increasing Capacity through Improved Resource Leverage

To increase BCU operational capacity through improved resource leverage within a wider plan that includes action in the following areas:

- Tighter fiscal controls over manoeuvrable elements of the devolved budget so as to ensure overall budgetary compliance;
- An holistic review of the BCU resource disposition across all key units that makes use of benchmarking techniques to assess workloads, skill requirements and establishment levels for staffing and skills;
- Application of workforce modernisation options within MPS policy and appropriate use of staff on restricted/recuperative duties;
- Increased use of telephone investigation, conditional deployment for SNT staff and the application of current MPS policy dealing with single patrolling.

Recommendation (5): Development of Key NIM¹¹ Processes

To further develop key NIM processes on the BCU that enhances proactive opportunities and interventions with a particular focus upon:

- Clarifying the purpose of the Daily Intelligence Meeting (DIM) relative to the DMM and ensuring that it becomes a more inclusive process;
- Improved understanding of policy regarding use of the MPS intelligence platform (CrimInt Plus) and increased submission of quality intelligence;
- Enhanced offender management activity with priority upon improved PPO¹² interventions and the management of operational risk for violent offenders (MARAC¹³);
- Improved partnership-tasking arrangements to commission, coordinate and review problem-solving interventions with linkage to the TTCG¹⁴ processes.

1.8 The inspection team also acknowledges the following areas of good practice:

- The AIMS performance management process (Para. 6.18);
- The DSU Productivity (Para. 6.11).

¹¹ National Intelligence Model

¹² Prolific and Persistent Offenders

¹³ Multi-Agency Risk Assessment Conference

¹⁴ Tactical Tasking & Coordination Group

Strengths and AFIs

1.9

LEADERSHIP

Strength

- There is a positive energy and drive to improve BCU performance from the BCU Cmdr and his deputy.

AFI

- Notwithstanding the acknowledged need to 'get back to basics' in policing, the BCU Commander is encouraged to develop and widely communicate a clear vision and mission (policing style) for the BCU. This needs to reflect both MPS and local priorities with logical linkage with the Community Safety Strategy and LAA indicators.

CONFIDENCE and SATISFACTION

Strength

- With support from the Metropolitan Police Authority (MPA), the BCU has recently reconstituted its Community Police Engagement Group (CPEG) and the group is gradually becoming established as a pan-borough interface with the community. The BCU Commander's desire to integrate SNT ward chairpersons with the CPEG is laudable;

AFI

- Reducing and detecting racially and religiously aggravated crime remains a significant challenge for the BCU and yet action has not been prioritised. In a borough that has 12 elected BNP councillors (out of 52), this presents a risk that must be addressed.

LOCAL CRIME and POLICING

Strength

- The BCU recently benefited from a presentation on the victimology and fear of crime from an external organisation contracted by the local authority that made effective use of Experian data. This innovative work should help focus target hardening work in a more efficient and effective way and is to be commended;

AFI

- There is no partnership tasking process and volumes militate against its integration within the TTCG process as an alternative. The BCU is therefore encouraged to negotiate with its partners the introduction of a partnership-tasking meeting that could commission, coordinate and review problem-solving activity on the borough;

PROTECTION from SERIOUS HARM

Strength

- The BCU has almost reached its positive arrest target of 70% for arrests from offences of domestic violence at which police attend (68.7%) demonstrating improvement in the application of the MPS positive arrest policy;

AFI

- The core indicators used by the MPS to measure performance against domestic violence (sanction detections, positive arrest policy compliance and offence reduction) have the potential to distort officer's actions that may not always be the desired course of the victim. For example, some victims simply want the domestic violence to stop and action from external agencies can achieve this aim without a prosecution. The BCU Commander is therefore encouraged to lobby the MPS to review its core indicators for domestic violence so as to use offence reduction, reduced repeat victimisation and victim satisfaction instead of the current measures used;

VALUE for MONEY AND PRODUCTIVITY

Strength

- The SMT has constructed an action plan to respond to its own identified areas for improvement that arose from the GL3 self assessment. These have been allocated to chief inspectors against their new areas of responsibility. The degree of change currently taking place on the BCU has resulted in a range of action plans (e.g.; GL3, the Policing Pledge, sanction detections, diversity, etc) that will require some consolidation and categorisation so as to simplify oversight and exception reporting for delivery;

AFI

- There are no delivery plans in place for the achievement of BCU priorities owned and constructed by SMT leads which clearly set out the systems for the application of intelligence, prevention and enforcement tactics;
- Work has been commissioned to review the uniform shift pattern. Care will be required to ensure that no decision is taken on staff establishment levels in isolation of the workload data for other key units (i.e.; CID units). A baseline examination and benchmarking of workloads is therefore an essential element of any work of new shift patterns to assess the appropriate establishment levels for each unit;